

Municipal Loan Program

The Municipal Loan Program was initiated in September, 1962, by resolution of the Board of Estimate dated September 27, 1962 (Cal. No. 498-A), which authorized the issuance of \$1,000,000 of serial bonds to provide low-interest loans to owners of existing multiple dwellings for the installation of proper heating facilities and other rehabilitation or improvement of such dwellings, to eliminate nuisances or other conditions dangerous to life or detrimental to health.

The communication from the Director of the Budget to the Board of Estimate requesting such authorization indicating that the Housing and Redevelopment Board, predecessor of the Housing and Development Administration, had stated that this program was to be self-sustaining.

Thereafter, the Mayor, under a revised law, and acting as a finance board, authorized the use of an additional \$140 million of capital funds to permit continuation of the program, of which \$2,250,000 is for the small loan program and \$137,750,000 for the Municipal Loan Program. These funds are not included in the capital budget, and, therefore, not acted upon by the Board of Estimate and the City Council.

The records of the Housing and Development Administration show that approximately \$45.5 million was available for additional loans as of June 30, 1971, as noted in the following summary:

Funds Authorized-Municipal Loan Program	\$138,750,000 00
Add: Funds transferred from Rehabilitation Reserve	
Fund to complete a building acquired by	
foreclosure	185,000 00
Available for Loans	\$138,935,000 00
Less: Mortgage Loans Receivable	\$74,910,023 55
Amortization of Mortgages	505,935 48
	\$75,415,959 03
	\$63,519,040 97
Less: Mortgage Loan Commitments	17,962,071 48
Amount available for Additional Loans	\$45,556,969 49

Under present procedures, the Mayor authorizes the issuance of obligations for the Municipal Loan Program. These authorizations are not reflected in the capital budget, even though they are charged against the debt limit. This is not sound fiscal procedure. I urge that all authorizations of this nature be included in the capital budget, so that the public, the Board of Estimate, and the City Council may be aware of the total capital program of the City.

Day Care Centers

The number of Day Care Centers will increase to more than 300, to serve thousands of children in many neighborhoods. A general plan should be developed to insure that they are properly located, in suitable buildings, not too close to one another. Preliminary work on such a plan is being done by the newly-appointed Commissioner of Early Childhood Development, working in cooperation with the City Planning Commission. It is my hope that an overall "Day Care Master Plan" will be released to the public, and to public officials.

If the City constructed these centers, no reimbursement of the payment of debt service (payments of principal and interest) would be paid by the Federal or State governments. Such a situation is not logical, since in many instances it would be more economical to buy property or construct a new facility, instead of renting one. Also, construction would permit the location of these centers in more appropriate locations, since sites would not be limited to those owned solely by parties interested in renting such sites for day care purposes.

In the light of the above, I recommend amendment to relevant State and Federal laws, to permit reimbursement of debt service to the City, in the event that such centers are purchased or constructed by the City of New York.

Other Recommendations

1. We must continually review all capital projects so that those that are no longer required are rescinded.

2. There should be included in the capital budget only those projects that can be progressed during the year. To do otherwise, is to burden the debt limit with charges that are unnecessary.

3. Agencies should be very careful that cost estimates are realistic so that capital budget amendments are minimized. When such amendments are necessary, rescindments should be made of equal amounts in projects of lesser priority.

4. Before placing projects in the Capital Budgets, consideration must be given to the relative cost of the operation of these completed projects, as compared with the benefits derived, and the effect of this comparison on the Expense Budget.

As I have indicated, the Mayor is in accord with the anticipated reserves and the amounts recommended for inclusion in the 1972-1973 Capital Budget under two alternate conditions, viz: (1) with the adoption of the proposed Constitutional amendment, and (2) without such amendment.

It is my suggestion that the Mayor's certificate to the City Planning Commission, establishing maximum amounts to be appropriated for capital funds, be in accordance with the two alternate recommendations made by me.

Should the events occurring on Election Day, and, thereafter, suggest different maximums, I will be happy to review the overall picture in the light of the realities existing at that time.

Respectfully,

ABRAHAM D. BEAME, Comptroller.

Referred to the Committee on Finance.

M-541

Communication from the New York City Taxi and Limousine Commission—Transmitting Report on Service Refusal and the Taxi Industry, Pursuant to Local Law 12 of 1971.

Taxi and Limousine Commission, 325 Hudson Street, New York, 10013, October 15, 1971.

Office of the Vice Chairman, THOMAS J. CUTIE:

To the Members of the City Council—Transmitted herewith are reports of the New York City Taxi and Limousine Commission.

They constitute findings, conclusions and recommendations of the staff and a special research group of the Taxi and Limousine Commission, based on a study and investigation made pursuant to sections 2320, 2321, 2322a, 2322b (1), 2322b (2), 2322b (3), of Local Law 12.

The reports carry out the mandate of the City Council that the Commission conduct a broad study of the rules, practices and problems of the taxi industry. The research was conducted upon the appointment and qualification of the members of the Commission. The study, therefore, reflects data gathered during the months of June, July, August and September, 1971.

Given the scope and complexity of the studies undertaken, and the limited resources of time and manpower available, it would be presumptuous to suggest that the studies could propose complete or "final" answers to all the questions that call for answers. No such effort is made in the report. For some of the problems considered, immediate and specific measures are recommended; for others, broader long-range programs are outlined; and for some of the most vexatious, there is an indication of possible approaches—sometimes alternative or multiple ones—that may point the way to future solutions.

The Commission staff received generous cooperation of many individuals and groups during the course of its work. We gratefully acknowledge the cooperation or representatives of the industry, various community and civic groups, the following city agencies: Finance Administration, Police Department, Transportation Administration, City Planning Commission and Central Brooklyn Model Cities, and the State Department of Motor Vehicles and State Insurance Department.

The Commission is hopeful that its conclusions and recommendations will be implemented as soon as is practicable and will prove beneficial to the riding public, the taxi industry, and to the city at large.

Respectfully submitted,

MICHAEL J. LAZAR, Chairman.

NEW YORK CITY TAXI and LIMOUSINE COMMISSION

MICHAEL J. LAZAR, Chairman.

SERVICE REFUSAL IN THE TAXI INDUSTRY

IRA GLICK, Project Director

Commissioners: Aldo R. Benedetto, Thomas J. Culhane, James Haughton, George Marlin, Charles F. Murphy, Frederick W. Richmond, Irving Schneider, Lloyd Sealy.

REPORT ON

SERVICE REFUSAL AND THE TAXI INDUSTRY

NEW YORK CITY TAXI AND LIMOUSINE COMMISSION

N.Y.C. Taxi and Limousine Commission, IRA GLICK, Project Manager

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I. Introduction

On March 2, 1971, the City Council of New York passed Local Law 12 establishing the Taxi and Limousine Commission. Section 2322 in this law required the Commission to conduct an in depth study of all phases of the entire taxi industry to develop programs which will improve service to the public. This study, mandated under subsection 1 of the section 2322, presents an analysis and a workable program for the problem of off duty sign abuse.

Although the specific study mandated was the abuse of the off duty sign, this analysis has been broadened to cover the more general problem of service refusal in the medallion taxi industry. The study therefore includes an analysis of other violations besides the misuse of the off duty sign. Furthermore, areas of impingement upon the level of service such as the level of taxi robberies, the utilization of the fleet taxis, number and distribu-

tion of hack stands, effective safety features in taxis, and economic factors have also been covered within this study.

There are two major problems within the taxi industry that have led to a reduction in the level of service offered to the public. They are (1) the under utilization of taxis during certain high demand periods of the day as well as an inequitable adjustment of the supply and demand for taxis throughout the city, and (2) a driver's refusal to deliver service to a passenger on the basis of a passenger's assumed destination, tipping characteristics, and the fear of being robbed or given bodily injury.

A major factor contributing to the service refusal problem is the misuse of the taxi dome light. In 1965 taxicab specifications were modified. One of the changes made was a redesign of the dome light. Prior to the time of the change the dome only had the word "TAXI." In an effort to better identify each vehicle, a requirement was made to place the medallion number on the dome. The modification also called for the use of an "off duty" light to alert prospective passengers that the vehicle was unavailable for hire. Rules governing taxi drivers were promulgated permitting the illumination of the off duty light only in two cases: (1) when the driver had stopped working for the day and was returning to the garage, and (2) when it was necessary to take the vehicle out of service for repairs.

Significant misuse of the off duty light developed over the years as drivers used the off duty light in order (1) to refuse calls, (2) to proceed to meal locations, (3) to by pass areas where it was considered less profitable or unsafe to pick up passengers and (4) to enable two-way radio taxicabs to arrive at a destination to pick up passengers on a pre-arranged basis.

To determine the extent of the service refusal problem caused by actions of the driver, an analysis was made of the summonses issued by the Taxi Safety Squad and complaints received from civilians and Port Authority Police.

To characterize a major contributory factor causing the service refusal problems, analysis was made of the extent and location of taxicab robberies within the City of New York.

Finally, to determine the extent to which the public is denied service through means other than actions of the driver, analysis was made of the under utilization of taxicabs.

II. Rules Pertaining to Service Refusal

In a broad sense, service refusal can be defined as any action of the driver directed at a refusal to deliver service to a prospective passenger.

This can be either:

- Refused call.
- Misuses of the off-duty sign.
- Off-seat soliciting.
- Doubling-up fares.

Off-seat soliciting is in essence a selective process whereby the driver is selecting whom he wants to take, thus denying service to others.

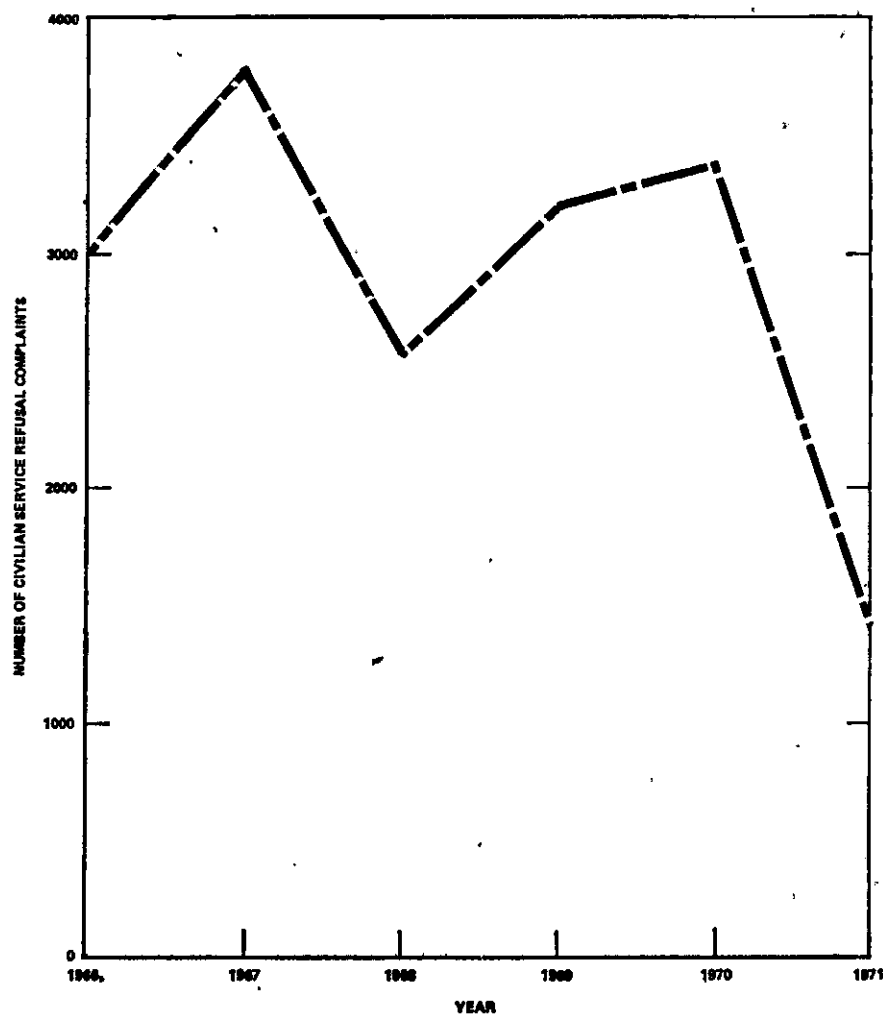
Doubling-up means that the driver is taking two or more people. In effect the driver is unwilling to take only one passenger but will take more than one. Service is therefore being denied to the individual who wants to, and has a right to, occupy a taxi by himself. This form of service refusal generally occurs at the major terminals, late at night when fewer taxis are available, and on Sundays when again there is a limited number of taxis available.

Refused call and misuse of the off-duty sign constitute the overwhelming majority of the service refusal violations. Furthermore, since there is a substantial amount of available data on these, service refusal as defined in this report will mean refused call and misuse of the off-duty light.

Refused call does not necessarily mean that the driver by-passed a prospective passenger. It can also mean that the driver stopped and asked the individual where he wanted to go, and then refused to take him there. However, in the "Rules Governing Drivers of Public Taxicabs and Public Coaches" as promulgated by the Police Department there are valid circumstances when a fare can be refused. These are listed in Exhibit 1.

Refused call is an action discernible by the average civilian, but not so obvious is the misuse of the off-duty light. As stated in the Rules, the only instances the off-duty light is to be activated is when the driver has stopped working for the day and is returning to the garage and when the vehicle is to be taken out of service for repairs. In the former instance, an entry must be made on the driver's trip record "returning to garage," and in the latter case "out of service for repairs." Unless a prospective passenger could inspect the drivers trip record when the off-duty light is on, he would have no way of knowing if there is a legitimate reason for the light being on or if the driver is misusing the light in order to avoid picking up the fare.

FIGURE 1
CYCLICAL NATURE OF CIVILIAN SERVICE REFUSAL COMPLAINTS



SOURCE: T&L RECORDS

III. The Extent of the Service Refusal Problem

1. Growth of the Service Refusal Problem

In order to examine the growth of this problem, statistics were compiled from civilian complaints (which includes complaints from Port Authority Police) and summonses issued by the Taxi Safety Squad (TSS). Statistics for civilian complaints from 1966 to the present are shown in Table I. Examination of this Table, Column 4, shows a marked drop in 1968. This is largely due to the taxi fare increase which went into effect January 29, 1968. A similar sharp decrease is noted in the data given for 1971 when there was another fare increase which went into effect March 2, 1971. The fall in the number of civilian service refusal complaints in 1968 and 1971 can be explained by the decreased demand at the time of a taxi fare increase. Thus, the driver will be less

likely to refuse a call for fear of loss of income. When public demand climbs to previous volumes, the driver becomes more selective in picking up passengers and taking them to certain locations.

Extrapolating from the rise in service refusal complaints between 1969 and 1971 (See Figure 1), it is expected that, other things being equal, there will be a rise in the number of these complaints during 1972.

The data from the Taxi Safety Squad (which became operational in February, 1968) for summonses issued to taxicab drivers for service refusal is shown in Table II. For the years 1968-1970, the data shows a decreasing number of summonses for service refusal. This is the exact opposite of the trend in Table I for the civilian complaints. The two sets of data (Table I and Table II) do not contradict one another when it is noted that since 1968 the TSS has been concentrating its efforts in the non-medallion sector of the industry. This is illustrated in Table III which shows the breakdown in TSS summonses between the medallion and non-medallion sectors. However, given the emphasis of the TSS in the non-medallion area, what is significant in the data in Table II is the low number of summonses issued for service refusal in 1971. This cannot simply be explained by concentration on the non-medallion drivers. The TSS statistics also indicate the decreased demand for taxis due to the 1971 fare increase and the consequent willingness of drivers to pick up all passengers.

Table I
Summary of Civilian Complaints for Service Refusal

Year	Number of Refused Call Complaints	Number of Off-Duty Sign Complaints	Total Service Refusal Complaints	Total Civilian Complaints	Per cent of Total Complaints For Service Refusal
1966	2,922	80	3,002	7,232	41.6
1967	3,641	137	3,778	7,945	47.6
1968	2,483	80	2,563	5,375	46.0
1969	3,109	93	3,202	6,735	47.6
1970	3,312	61	3,373	7,994	42.3
1971*	1,452	30	1,482	3,559	24.4

Source: Taxi and Limousine Commission Records.

* Projected from date for 1st six months.

Table IV shows a summary of all service refusal complaints and summonses from 1966 to the present. It should be pointed out that service refusal represents the largest single concern of the public in regard to complaints against the taxi industry.

Table II
Summary of Taxi Safety Squad Summonses for Service Refusal

Year	Number of Summonses for Refused Call	Number of Summonses for Misuse of Off-Duty Light	Total Service Refusal Summonses	Total TSS Summonses	Per cent of Total TSS Summonses for Service Refusal
1968	1,212	1,439	2,651	6,099	43.5
1969	630	853	1,483	4,628	32.1
1970	923	876	1,799	6,467	27.8
1971*	348	567	915	7,170	12.7

Source: Taxi Safety Squad.

* Projected from 1st six months.

Table III
Summonses of the Taxi Safety Squad to the Medallion and Non-Medallion Sectors of the Industry

Year	Summonses to Medallion Sector	Summonses to Non-Medallion Sector	Total	Per cent of Summonses to Medallion Sector (per cent)
1968	6,099	4,227	10,326	59
1969	4,628	10,269	14,897	45
1970	6,467	10,310	16,777	39
1971*	7,170	9,415	16,585	43

Source: Taxi Safety Squad.

* Projected from first six months.

Table IV
Summary of Taxi Industry Service Refusal Complaints

Year	Civilian Complaints	TSS Complaints	Total Service Refusal	Total All Complaints for Industry	Per cent of Total Industry for Service Refusal
1966	3,002	.....	3,002	7,232	41.6
1967	3,778	.....	3,778	7,945	47.6
1968	2,563	2,651	5,214	11,674	44.7
1969	3,202	1,483	4,685	11,465	40.8
1970	3,374	1,799	5,172	14,461	35.8
1971*	1,482	915	2,397	13,270	18.0

Source: Taxi and Limousine Commission records and Taxi Safety Squad.

* Projected from 1st six months.

2. Location of The Service Refusal Problem

Table V shows the number of civilian complaints for service refusal by borough from January 1, 1971 to June 30, 1971. It is apparent from this table that the complaints are concentrated in Manhattan and Queens. The low numbers for Brooklyn and the Bronx are largely due to the availability of non-medallion liveries as a substitute for medallion taxis.

In order to narrow the location of complaints even further, a finer breakdown was made. This is shown in Table VI. For Manhattan, 38 per cent of the civilian complaints for service refusal occur in the area from 42d to 59th Street. The remainder of the complaints are essentially evenly distributed in the other areas of Manhattan, with the exception of the area below 14th Street where 13 per cent of the complaints occurred. This is basically due to the larger area encompassed below 14th Street as opposed to the other sectors shown in the table.

In the Borough of Queens, 95 per cent of the service refusal complaints occur at the two airports. Service refusal is caused by drivers endeavoring to avoid taking the short haul trip. Drivers, having waited one or more hours on a taxi line, are reluctant to take the short trip to Queens rather than the more remunerative trip to Manhattan.

Other characteristics of service refusal are overcharging and doubling up. Both of these illegal practices are tantamount to refusing service to the passenger in the absence of some greater economic incentive demanded and received by the driver.

Table V
Civilian Service Refusal Complaints by Borough
January 1 to June 30, 1971

Borough	Number of Refusal Complaints
Manhattan	419
Queens	382
Brooklyn	32
Bronx	8

Source: Taxi and Limousine Commission Records.

Table VI
Civilian Complaints for Service Refusal for Manhattan and Queens
January 1 to June 30, 1971

Manhattan	Number of Refusal Complaints
110th Street and above	21
86th Street to 109th Street on the east side	27
86th Street to 109th Street on the west side	10
60th Street to 85th Street on the east side	27
60th Street to 85th Street on the west side	23
42d Street to 59th Street on the east side	81
42d Street to 59th Street on the west side	78
34th Street to 41st Street on the east side	15
34th Street to 41st Street on the west side	22
14th Street to 33d Street on the east side	26
14th Street to 33d Street on the west side	35
Below 14th Street	54
Total	419
QUEENS Outside of Airports	20
LaGuardia Airport	116
John F. Kennedy Airport	246
Total	382

3. Characteristics of Drivers Committing Service Refusal Violations

(1) Fleet drivers commit the larger number of violations but owner-drivers are more likely to be habitual violators.

The records of 232 taxi drivers given summonses by the Taxi Safety Squad for refused call in 1971 were examined to determine the history of violations by fleet drivers and owner drivers. Eighty-one (81) per cent of these summonses were given to fleet drivers. Although the fleet driver accounts for the larger proportion of violations there are a greater number of fleet taxis and fleet drivers than owner driver and owner driven taxis in the City of New York. Approximately 58 per cent of the 11,787 medallion taxis are fleet owned and more importantly 83 to 88 per cent of all drivers hacking are fleet drivers.

Based on the data analyzed, owner drivers received approximately four times the number of summonses per driver per taxicab as did fleet drivers per taxicab. This means that relative to the number of drivers and number of taxicabs, the fleet driver is not as serious a problem in refusing service as the owner driver.

Table VII shows the service refusal records of the 232 drivers sampled. Tables VIII and IX show the breakdown of this sample into those drivers given summonses for refused call and those for misuse of the off-duty sign. Typically, the fleet driver refusing a call is a first time offender while the owner driver has already received previous summonses. With respect to misuse of the off-duty sign, again there are substantially more first time fleet offenders than first time owner-driver offenders.

Table VII
Records of Drivers Receiving Summonses from Taxi Safety Squad for
Refused Call in 1971

Number of Prior Violations	Number of Fleet Drivers Receiving Summonses	Per cent of Fleet Drivers Sampled	Number of Owner-Drivers Receiving Summonses	Per cent of Owner-Drivers Sampled
0=2	46	47.5	3	18.7
3=6	34	35.0	5	31.2
7=10	7	7.2	3	18.7
11=15	4	4.1	1	6.2
More than 15	6	6.2	4	25.0
Total	97	100.0	16	100.0

Source: T&LC records and TSS.

Table VIII

Records of Drivers Receiving Summonses from the Taxi Safety Squad for Service Refusal in 1971

Number of Prior Violations	Number of Fleet Drivers Receiving Summonses	Per cent of Fleet Drivers Sampled	Number of Owner-Driver Receiving Summonses	Per cent of Owner-Driver Sampled
0= 2	71	39.4	10	19.2
3= 6	62	34.4	17	32.7
7=10	21	11.7	11	21.2
11=15	8	4.5	5	9.6
More than 15	18	10.0	9	17.3
Total ...	180	100.0	52	100.0

Source: T&LC and TSS.

Table IX

Records of Drivers Receiving Summonses from the Taxi Safety Squad for Misuse of the Off-Duty Sign in 1971

Number of Prior Violations	Number of Fleet Drivers Receiving Summonses	Per cent of Fleet Drivers Sampled	Number of Owner-Driver Receiving Summonses	Per cent of Owner-Driver Sampled
0= 2	25	30.1	7	19.4
3= 6	28	33.8	12	33.3
7=10	14	16.9	8	22.2
11=15	4	4.8	4	11.1
More than 15	12	14.5	5	13.9
Total ...	83	100.0	36	100.0

An answer to the discrepancy between the hack record of the fleet driver and the owner driver lies in their relationship to the Taxi Safety Squad. Fleet drivers in large measure are new to the trade, many having received their hack license within the last two years and as a result are rather unfamiliar with the surveillance patterns of the Taxi Safety Squad. Owner drivers and experienced fleet drivers are much more apt to know the patterns of surveillance of the squad through added years of experience and can more frequently avoid the Taxi Safety Squad.

(2) Black, white, and Puerto Rican drivers all commit violations at approximately the same rate.

The New York City Human Rights Commission has concluded that there is racial discriminatory practices within the taxi industry as regards public service. These practices largely stem from the driver's fear of bodily injury in taking passengers into high crime areas of New York City. As a result, a driver may refuse service to a prospective passenger based on the passenger's race and assumed destination.

An analysis was made to determine the extent to which service refusal is related to racial background. The racial makeup of the taxi industry is approximately 62 per cent White, 19 per cent Black and 19 per cent Puerto Rican. Of the summonses issued by the Taxi Safety Squad for service refusal, 73 per cent were issued to white drivers, 13 per cent to black and 14 per cent to Puerto Rican drivers. These statistics only characterize who is committing the violation, but do not indicate who is being refused service. It is obvious that taxi drivers of all races discriminate against certain potential passengers with white drivers committing slightly more such violations than their black and Puerto Rican counterparts. But it is clear that discrimination is not solely a function of race.

(3) Lack of driver training contributes to the service refusal problem.

An additional factor, bearing on characteristics of drivers violating service refusal rules, is the revision in licensing procedures. In May, 1969, the procedures were revised to speed up the time to get a taxicab drivers license. The comprehensive geography test was eliminated in favor of one that required no more knowledge of New York City than

the average tourist. Furthermore, many of the new drivers have as their primary language Spanish. Hence, the possibility of a communication barrier between driver and passenger is present. The influx of new drivers, some with language difficulties, may prevent drivers from becoming familiar with the rules and regulations of the Taxi Commission.

Consequently driver insufficiencies lead to unnecessary public aggravation when certain areas of the City are unknown, routes to well known locations are unfamiliar, and language barriers prevent the passenger from giving directions to the driver. The driver on his part will avoid unfamiliar parts of the City or refuse to pick up passengers he can't communicate with. To these service refusal problems are added the inadvertent violations caused by not being familiar with the rules and regulations.

IV. Factors Affecting Service Refusal

1. ECONOMIC FACTORS

(1) The volume of service refusals has decreased dramatically since the fare hike.

The number of summonses issued by the Taxi Safety Squad from March 1, 1971, to May 31, 1971, for refused call dropped off 72 per cent as compared to the same period in 1970. Summonses issued for the misuse of the off duty sign dropped 75 per cent below the 1970 volume. Civilian complaints for 1971 have decreased by 56 per cent over the same period in the previous year.

A similar decrease in violations was found after the 1968 fare hike (See Appendix 2: Calendar of Events). Statistics were not available for TSS summonses because the Squad was not formed until 1968. However, civilian complaints showed a 32 per cent decrease after the fare increase in 1968 compared to the previous year. Despite the temporary decrease, both refused calls and off-duty sign summonses increased in volume in subsequent years. (See Table X).

The data shows that the industry exhibits a cyclical pattern based on economic factors. When the fare is increased and passengers voluntarily reduce the demand for taxis, the violations decrease in volume. However, as demand returns and the fixed wage of drivers prevents a "cost of living" escalation, the drivers become more selective. The result is a continued increase in violations unless another fare hike is imposed.

Table X

Relation of Citizen Complaints to Fare Hikes

1966	3,002
1967	3,778
1968*	2,563
1969	3,202
1970	3,374
1971*	1,482**

Source: Taxi & Limousine Commission Records.

* Fare hikes were in July of 1968 and March of 1971.

** Complaints of 1971 are annualized on the basis of complaints for the first five months of 1971.

(2) There is no cross elasticity between taxis and the MTA and therefore fare hikes on the MTA do not affect taxi service refusals.

On January 4, 1970, the Transit Authority raised its fare from 20 cents to 30 cents representing an increase of 50 per cent in the cost of bus and subway travel. The increase in the cost of travel for bus and subway users did not increase the demand for taxis in the city of New York. Table XI demonstrates that during the three months prior to the MTA fare hike the trips per cab were higher than in the months of January and February of 1970.

The utilization figures for the same six month period indicate that the month of December had the lowest utilization with 88.2 per cent, however there was no significant difference in fleet taxis utilized during other months. There was an absolute drop of 160,000 trips in the month of January compared to the month of December, 1969. An additional drop of 960,000 passengers was found in the month of February although that month had only 28 days. If a 31 day total were projected for the month of February on the basis of the utilization and trips per cab for that month a decrease of 758,500 trips would be found.

Analysis of trips, utilization, and passenger statistics in the period of the 1966 bus and subway fare hike confirms the 1970 findings. All three taxi indices dropped subsequent to the fare increase for mass transit in July of 1966.

Trip records, utilization figures, and passenger statistics all indicate that the taxi riding public is distinct from the bus and subway riding public. Future MTA fare increases will most likely not increase taxi demand nor indirectly cause an increase in service refusal violations.

Table XI
Cross Elasticity Between Taxis and MTA

	Oct. '69	Nov. '69	Dec. '69	Jan. '70	Feb. '70	Mar. '70
Trips per cab per day (fleets)	56.0	55.9	56.9	55.9	55.5	56.6
Per cent utilized (fleets)	89.1%	90.0%	88.2%	89.2%	90.6%	91.2%
Trips per month for fleets (in millions)	10.5	10.3	10.6	10.6	9.6	10.9

Source: MTBOT.

(3) Long hauls have in the past been the cause of many refused call violations.

Another economic factor affecting service refusal is the distance of a particular trip, particularly the long haul. For this reason Local Law 12 required the Taxi and Limousine Commission to "report to the Council what steps it has taken or contemplates taking with relation to the creation of a workable system to encourage taxis to make long hauls . . ." Prior to passage of the bill, spokesmen at public hearings explained the difficulty in getting a taxi to travel from Manhattan to the outer boroughs or from one residential section outside Manhattan to another such residential section. Civilian complaints at the Hack Bureau also documented the problem the public faced if it wanted other than short haul service.

Several factors have substantially reduced the problem of long hauls subsequent to the passage of Local Law 12. For the drivers, the fare increase in March reduced the attractiveness of short hauls and increased the attractiveness of long hauls. The fare hike lowered public demand for taxis. Decreased demand caused drivers to cruise more and wait longer for passengers. Drivers grossed a larger revenue by one long haul than by waiting in vain for a number of short hauls.

In addition, the new fare reduces the revenue of the first drop relative to the revenue from the mileage rate. Previous to the fare hike, the first drop exceeded the mileage rate by a factor of nine. Currently, the first drop exceeds the mileage rate by a factor of six. This increases the revenue potential of the mileage rate by 50 per cent. Consequently, drivers find it more profitable today to carry long hauls than they did in the period before the fare hike.

The imposition of a union assessment of ten cents off the top of each fare further encourages drivers to undertake long hauls. Since the union fee is a flat rate rather than a percentage fee, the effective "cost" of the fee to the driver is increased with many short hauls, but reduced with lower long hauls. If a driver grossed \$20 by 10 short hauls, he would pay the union \$1.00, but the driver would pay only 20 cents if he grossed \$20 on two long hauls.

Both passengers and drivers indicate that the long haul problem has been reduced. Civilian complaints for refusal in the months of 1971 after the fare increase, have been reduced 72% from the same months in 1970. Driver surveys indicate that refusal of long hauls is no longer a prevalent driver practice. Driver owners surveyed indicated that 28.9% of the drivers would refuse a long-haul before the fare hike, while only 1.0% would refuse a long-haul after the fare hike. Similar percentages were found for fleet drivers.

The Taxi and Limousine Commission is currently taking steps to further diminish the problem of long haul refusal. The Commission is in the process of promulgating rate regulations for taxi trips out-of-town. Some drivers charge abusive rates for passengers which are taking long hauls outside the boundaries of New York City. Until now, the taxi driver could charge any rate he desired for trips out-of-town.

Hearing procedures and penalties will be tightened and rigorously enforced by the Taxi and Limousine Commission to discourage long haul refusal by drivers. Before July, 1971, a driver could avoid being penalized for flouting the law against refusal. Such avoidance of penalties actually encouraged repeated violations. The new procedures instituted by the Taxi and Limousine Commission will rigorously penalize drivers for their violations and further reduce the problem of long haul refusal as the demand for taxis increased in the future.

2. Taxi Robberies

(1) The number of taxi robberies increased threefold from 1968 to 1970 and continued to increase the first four months of this year.

The rate of taxi robberies has increased dramatically from 1968 until the present. In 1968 there were 920 robberies, in 1970 there were 3,210 and for 1971 are projected to be 2,760 robberies, based on figures for the first five months of the year. Table XII demonstrates the increase in robberies in the past four years.

The year 1970 demonstrates the greatest increase in taxi robberies. Such increase in robberies is partially due to the imposition of exact change requirements on buses in 1970. This high rate of crime continued for the first four months of 1971 despite the installation of cash boxes and bullet resistant partitions in taxis and the formation of the Taxi and Truck Surveillance Unit.

(2) The reduction in robberies in June, July and August indicate that safety devices in the taxis have proved to be a deterrent to robberies in some instances.

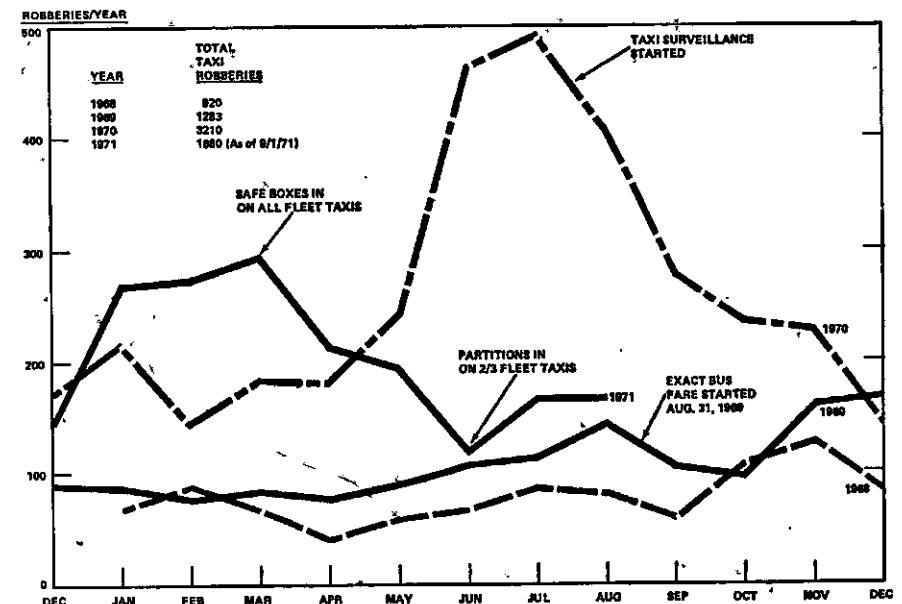
As of March, 1971, all fleet taxis had boxes installed. By the end of May, two-thirds of the fleet taxis were equipped with bullet resistant partitions. Owner drivers are estimated to have only 10 per cent of their taxis equipped with bullet resistant partitions.

For the months of January through May of 1971, the monthly volume of robberies was higher in 1971 than for the same months in previous years. Figure 2 shows that in the months of June through August the 1971 totals are noticeably lower than in 1970. The level of robberies has nearly dropped to the levels witnessed in 1968 and 1969.

Due to the abnormally high volume of robberies in the summer of 1970, it is somewhat difficult to isolate the effect of the recent installation of safety features in the fleet taxis of the City of New York from the seasonal fluctuations in taxi robberies and the annual growth in the volume of taxi robberies. However, trends of other robbery statistics in the City confirm a change in the taxi industry. Robbery in general increased 25 per cent from 1969 to 1970 and 28 per cent in the first seven months of 1971 compared to the first seven months of 1970. Taxi robberies increased 150 per cent in 1970 and have decreased this year by 27 per cent. This means that robberies in general have increased 60 per cent in the last two years and taxi robberies have increased 120 per cent.

It appears that the safety features have not been 100 per cent effective in eliminating the problem of taxi robberies in the City of New York. However, it is apparent that robberies have diminished dramatically in the last four months, a period of time which coincides with the installation of safety devices. Before conclusions can be reached, further investigations must be undertaken to quantify the benefits of the safety precautions and to weigh any benefits against the discomfort, inconvenience, unsafe characteristics or other disadvantages of safety devices, particularly bullet resistant partitions.

FIGURE 2
REPORTED TAXICAB ROBBERIES



SOURCE: CRIME ANALYSIS SECTION
POLICE DEPT.

Table XII
Increase in Taxi Robberies

Year	Robberies	Per cent Increase (1968 used as Base 100)
1968	920	100
1969	1,283	140
1970	3,201	350
1971	2,760*	300

* Projected-based on January 1 to September 1 statistics.
Source: Crime Analysis Section, Police Department.

Table XIII
Location of Taxi Robberies

Location	1970	Per cent	Jan. 1 to June 1 1971	Per cent
Manhattan	1,665	51.8	607	45.0
Bronx	765	23.3	285	21.2
Brooklyn	413	12.8	232	17.2
Queens	359	11.2	220	16.2
Staten Island	8	0.2	6	0.4
Total	3,208	100	1,350	100

Source: Crime Analysis Section, Police Department.

(3) The Borough of Manhattan accounted for over half the taxi robberies in 1970 and 45 per cent of the robberies in the first five months of 1971.

The Borough of Manhattan is the most frequent location for robberies perpetrated on cab drivers. In 1970, 51.8 per cent of all robberies occurred in the Borough of Manhattan. As of mid-year 1971, the relative proportion of robberies in Manhattan has dropped to 45 per cent of the total. More than 50 per cent of all taxis regularly cruise Manhattan, however, and it is therefore not surprising that approximately 50 per cent of the robberies occur in Manhattan.

Table XIII indicates the volume and percentage of robberies which take place in each Borough.

(4) The largest volume of robberies take place in the areas with predominantly Black and Puerto Rican populations.

In the Borough of Manhattan in 1971, 39.7 per cent of all taxi robberies were committed in the 28th and 32d precincts, an area commonly designated as Harlem. Furthermore, the 24th, 25th, 26th and 30th precincts of uptown Manhattan accounted for an additional 30 per cent of all the Manhattan taxi robberies for this calendar year. The total of these six precincts in uptown Manhattan represents nearly 70 per cent of all the taxi robberies in the Borough of Manhattan. The only precinct below the boundary of the 23d and 24th precincts which carries a large volume of taxi robberies is the 9th precinct which covers the lower East Side of Manhattan. This precinct is an area of high concentration of Puerto Ricans and an area of heavy drug traffic.

In the outlying boroughs, the precincts exhibiting the heaviest concentration of taxi robberies are all in areas predominantly of Black and Puerto Rican population. The 103d precinct in Jamaica accounted for 39.6 per cent of the 220 robberies found in Queens, the 41st, 42d and 48th precincts of The Bronx combined account for 57.5 per cent of all the robberies in that Borough and the 73d and 78th precincts, the latter located in the Brownsville section of Brooklyn, account for 16.4 per cent of all the robberies in that Borough.

(5) Taxi robberies generally occur between 8 at night and 4 in the morning.

June, 1971 was used as a typical month in 1971 to determine the time of day taxi robberies were most likely to occur. Taxi drivers robbed during the month of June, 1971 were most often drivers working on the night shift. A total of 59.5 per cent of all the robberies in that month occurred between 8:00 p. m. and 4:00 a. m. If the night shift is considered to be from 4:00 p. m. to 4:00 a. m., then 70 per cent of all the taxi robberies committed in the month of June were inflicted upon night drivers. An additional 23 per cent of all the

robberies were between 4 and 6 in the morning and 1 and 4 in the afternoon. Only 7 per cent of all robberies occur between the hours of 6:00 a. m. and 1:00 p. m.

(6) To the extent to which taxi drivers are aware of neighborhoods that produce higher frequencies of robberies, the driver is more likely to misuse his off duty sign.

The relatively high frequency of taxi robberies in the uptown area of Manhattan reinforces the general distrust many drivers have of travelling in Harlem as well as increases their misuse of the off duty sign. In nearly all the precincts where traffic counts were conducted and where the likelihood of taxi robbery is high, a larger percentage of vacant taxis were off duty than in areas low in taxi robberies.

Drivers who answered the Driver Questionnaire (Appendix 5) indicate that dangerous neighborhoods, unfamiliar neighborhoods, and person whose appearance or behavior are "disturbing" are reasons for refusing service (Appendix 6). Fear for personal safety is admitted as the major reason for such refusal.

(7) The Taxi and Truck Surveillance Unit has the responsibility to reduce taxi robberies.

The Taxi and Truck Surveillance Unit (TTSU) was founded July 18, 1970, to cope with the growing volume of taxi robberies during the early summer of that year. The Unit is staffed with only 150 men and 20 unmarked cars. The Unit is also responsible for truck hijackings and other high priority Police Department assignments.

The small size of the Unit and its many responsibilities have prevented the TTSU from reducing the number of taxi robberies. In 1970, taxi robberies increased 150 per cent over the previous year and in the first months of 1971 robberies increased 30 per cent over the first month of 1970. It was until the installation of safety devices that robberies began to fall off in 1971.

Figure 2 shows that despite the high total of robberies in 1970 and the rise in robberies in early 1971, the rate of robberies declined every month of 1970 after the formation of the Taxi and Truck Surveillance Squad. The TTSU made several significant arrests of persons who were responsible for multiple taxi robberies.

The TTSU's problem of preventing City-wide is multiplied by the fact that a passenger may hail a taxi in one location and rob the driver in another. If the TTSU concentrates on the location of the robbery, it cannot prevent robberies; it can only aid in the apprehension of the assailant and protect the driver. The Unit's difficulty in preventing robberies is increased by the patrol schedule which excludes the hours from 2:00 a. m. to 8:00 a. m. Approximately 35 per cent of the taxi robberies occur during these early morning hours.

3. Radio Dispatch

There are 1,465 radio dispatched medallion taxis in New York City. These taxis are all owner driven; the owners belong to the Association of Radio Metered Taxi Owners Council (ARMTOC). These radio dispatched vehicles represent almost 30 percent of the total owner driven cabs.

In a sample of 47 owner-drivers, 57 per cent said that radio dispatching has increased their confidence to pick up all people. Although the sample size is small, and the degree of accuracy reduced, the presence of radios evidently does increase the confidence of many drivers. The fact that a driver can be in constant touch with a home base offers a feeling of safety and security.

The possibility of the owner driver using the radio request for service as an excuse to pass by a street hail indicates that service refusal may be increased by radio dispatched taxis. Furthermore, a driver can use the radio as a means to pick and choose the customers he wishes, thus adding to the service refusal problem.

4. Level of Service provided to the Public

(1) *Availability of taxis, as measured by vacant taxicabs, is more than adequate in all boroughs.*

The availability of taxicabs can be calculated if it is postulated that the volume of vacant taxis in a given area indicates the level of service provided to that area. Although this will determine the supply of taxis, it must then be related to demand in order to get an accurate picture of availability. Traffic counts indicate the relative proportion of available taxis to taxis in use or off-duty.

The results of the traffic counts by borough are shown in Table XIV. It appears from the data in this table that service, as indicated by the per cent of taxis available for hire, is readily available. Although the percentage of taxis with off-duty signs on in Queens, Brooklyn and the Bronx is higher than Manhattan, these numbers are not significant compared with the service that is available, but not utilized.

Table XIV
Availability of Taxicabs as Determined by Traffic Counts
June and July, 1971

Borough	Total Taxis Counted	Vacant Taxis	Vacant With Off-Duty Light On	Per cent Available For Hire	Per cent Unavailable for Hire (Off-Duty)
Manhattan	6,222	3,456	106	55.5	1.7
Queens	662	247	111	35.8	16.8
Brooklyn	734	261	79	35.6	10.8
Bronx	1,026	524	111	50.5	10.8

Source: T&LC Traffic Counts.

(2) Utilization of taxis has decreased since the fare hike and reduced the number of taxis available to the public.

Another facet of the level of service provided to the public is the under-utilization of fleet taxis. Under-utilization can be due to either a lack of sufficient number of drivers for the vehicles, or vehicle problems requiring mechanical work. The number of vehicles falling in the latter class is approximately 3 to 4 per cent.

Table XV below shows the number of fleet taxicabs in service during each of the first six months of 1971.

Table XV
Utilization Figures for 6,816 Fleet Taxis in 1971

January	February	March	April	May	June
85.6%	89.4%	89.4%	85.5%	83.1%	86.8%

Source: MTBOT.

The problem of utilization lies with the inability of fleet owners to retain their manpower for any length of time. At present, there are an estimated 85,000 to 90,000 Hack Licenses outstanding in the City of New York. This means that one out of every one hundred New York residents owns such a license yet fleet owners are unable to fully utilize the 6,816 taxis in the City of New York. Discounting approximately 5,000 Hack Licenses owned by owner drivers, the fleet taxis presently find as many as 14 licenses outstanding to every fleet owned taxi. Appendices 3 and 4 break out utilization of fleet taxis by time of day and time of week to indicate the difficulty of getting taxis onto the streets despite the large number of licensed drivers.

The Metropolitan Taxicab Board of Trade contends that the 1971 fare hike has per cent of the non-medallion livery drivers were formerly medallion taxicab drivers. increased the lure of medallion drivers into the non-medallion sector of the industry. This is supported by the statistics of the Taxi Safety Squad which show that more than 20. However, this is only one aspect of a problem that has been observed in previous years. This is illustrated in Table XVI below which shows the utilization figures for the four month period following the 1971 fare increase, compared with the utilization figures for the same months in 1968, 1969 and 1970.

Table XVI
Percentage of Fleet Taxis Operated in the City of New York

Year	March	April	May	June
1968	94.4%	92.5%	93.7%	90.7%
1969	85.1%	84.3%	82.9%	83.5%
1970	91.2%	91.4%	90.4%	91.6%
1971	89.4%	85.5%	83.1%	86.8%

Source: MTBOT.

In 1969, when there was no taxi fare increase, there was a low utilization. Thus, the 1971 fare increase cannot be singled out as the only factor causing drivers to leave the industry. The reason may be a combination of factors, and the heart of the problem may be the absence of a hard core of full time drivers. In past years, only about 50 per cent of the drivers scheduled to renew their taxicab drivers licenses actually did renew.

5. Hack Stands

Hack stands can reduce service refusal if they operate quickly and efficiently so as to eliminate excessive waiting time for the driver in line. Furthermore, a passenger is

less likely to be refused service on the basis of the taxi being off duty if that taxi is in a hack stand. According to the Rules governing drivers of Public Taxicabs, rule 84 Section (d) states that a driver may not use a hack stand for relief time "if he is the driver of the first or second vehicle on a hack stand." In addition rule 77 indicates: "Drivers of the first two vehicles on a hack stand shall remain in the driver's seats ready to be hired. As a vehicle leaves the line, those behind shall move up."

Manhattan presently has 320 hack stands, with 213 located in the midtown area between 23d Street and 60th Street. This represents a substantial drop compared to the 1,156 stands existing in 1951. In that year, the Police Department relinquished jurisdiction of the Hack Stands to the Traffic Department. Since that time, there has been a steady decline throughout Manhattan.

There are 72.4 per cent less hack stands in 1971 than there were in 1951 even though there has been no decrease in the number of medallion taxis in the City of New York. In 1951 there were enough stand spaces to accommodate 2,662 taxis. There is no accurate figure on the amount of space available for taxis but it is safe to assume that not more than 1,500 taxis can be accommodated in all the hack stands presently existing. This means that the 6,222 taxis counted in the borough of Manhattan must vie for 1,500 parking spaces. Three out of every four vehicles counted in the traffic counts of June and July of 1971 do not have hack stand space available to them and as a result must cruise the streets looking for fares.

An average of four taxis were counted in the 80 hack stands inspected in the month of July, 1971. The average waiting time at 17 of these stands was 10.4 minutes with a range of time from 1 to 30 minutes. At 13 waiting stands the waiting time was variable and could not be determined accurately. If the midtown area had a better distribution of hack stands as well as a greater number, the problem of service refusal as caused by the misuse of the off duty sign could be checked. A greater supply of well placed hack stands would reduce the waiting time for drivers and improve the utilization of all hack stands.

Since the availability of Hack Stands can reduce the waiting time for a prospective passenger, it is apparent that they are an important consideration in determining the level of service given to each area of the city.

V. Enforcement Against Service Refusal

The Taxi Safety Squad is responsible for patrolling the entire taxi and livery industry. It is the only enforcement agency directly concerned with the violations perpetrated by the medallion taxis and non-medallion liveries in the City of New York. The entire industry is patrolled by 9 cars and 44 men. The squad is hard pressed to send a full force out on the streets every day to automobile problems, court hearings, and vacation periods. As a rule there are only 8 to 14 men available to patrol the City on either the day shift or the night shift. The Taxi Safety Squad works two shifts. The first shift begins at 7:30 in the morning and continues to 3:30 p. m. The second begins at 4:00 p. m. and generally ends around midnight. The period between midnight and 7:30 in the morning is not patrolled unless there is an expectation of serious violations.

Since 1969 the Taxi Safety Squad has primarily been concerned with the problem of non-medallion liveries. The Taxi Safety Squad is concerned with the total scope of problems within the taxi industry. This entails supervision of both the medallion taxis and the non-medallion liveries. As a result they are unable to emphasize the problem of service refusal in the medallion taxi industry. This is depicted in Table III which shows that only about 40 per cent of all summonses issued were to the medallion sector of the industry.

Due to the limited surveillance patterns of the Taxi Safety Squad, drivers can refuse a fare or misuse their off duty sign with only a limited fear of City penalties. An inspection of the posts and sectors patrolled by the Taxi Safety Squad, when interpreted with the results of the traffic counts, shows that a portion of the problem of enforcement is due to the allocation of the assigned posts of duty and the insufficient manpower of the squad. The Police Department contends that there can never be enough men to deal with the volume of violations in the medallion taxi industry, and that a feeling of omnipresence of the Squad must be created among taxi drivers throughout the City. However, the drivers can play a game of cat and mouse with the Taxi Safety Squad because the policemen are directed to patrol those areas of the City which will yield the highest number of summonses on a per hour basis. Due to the patrolmen's assignments to areas of concentration of violations drivers can avoid summonses by avoiding those areas of the city which the Taxi Safety Squad is known to patrol most frequently.

There are no enforcement agents supervising the medallion taxi industry at periods of the day when service refusal is most prevalent. The period from 3:30 to 4:00 p. m. cannot be covered by the Taxi Safety Squad due to the shift change of men on patrol. Nevertheless, this represents a period of the day when passengers are most in need of a taxi.

VI. Conclusions and Recommendations

1. Conclusions

Since the fare hike of March 2, 1971, the volume and percentage of complaints relating to service refusal have dropped dramatically. The study concludes that the major factors affecting service refusal, i.e., economic and safety factors, have combined in the first half of 1971 to reduce the incidence of service refusal.

The problem of service refusal stems primarily from two abuses of the public's right to ride in any taxi on the street. Drivers can refuse a hail or request outright or they can use their off duty sign to discriminate against certain persons or certain parts of the City. Both are strictly against Taxi Commission rules and formerly comprised the largest percentage of public complaints against the industry.

The study shows that the root causes of service refusal are economic and safety factors. In times of high demand a driver will try to select persons, locations, or trips which will yield the highest revenues and largest tips. When business is bad the driver cannot afford to be as selective. With the current state of the economy and the public reluctance to accept the March fare increase, demand for taxi service has been reduced 15-20 per cent.

The fare hike has increased the willingness of drivers to serve the outer boroughs and to take long hauls. Formerly the high rate of the first drop and the prospect of "dead heading" from remote areas back to the center of the City, mitigated against a driver accepting a long haul or trip outside Manhattan. The increase of the mileage rate relative to the first drop, the imposition of a \$.10 union assessment on each trip, and the depressed demand have all combined to reduce service refusal.

A further economic "incentive" to fully serve the public is provided by the non-medallion livery industry. Since the medallion industry no longer enjoys a monopoly, they cannot afford the luxury of denying service. To increase revenues, medallion taxis are serving areas of the City which were at one time avoided.

In addition to economic factors, fear for safety causes the problem of service refusal. Drivers who feel that they will be robbed in certain areas of the City, or by certain persons, will refuse a hail or use the off-duty sign illegally. A three-fold increase in taxi robberies in 1970 heightened such fears. However, with the formation of the Taxi and Truck Surveillance Squad and the requirement for safety devices such as bullet resistant partitions and locked cash boxes, the 1971 robbery rate is dropping to 1968 and 1969 levels. Consequently, fear has been minimized as a rationalization for service refusal.

Several other factors causing service refusal exist. These include language barriers, utilization rate of taxis, knowledge of the City, and racial discrimination.

The study makes special note of the cyclical nature of the service refusal problem. While the problem is currently a minor one, it is anticipated that service refusal violations will increase steadily in the coming months and years. Therefore, the Taxi and Limousine Commission must anticipate future denial of the public's right to ride anywhere and take action now to prevent resumption of such abuse.

The following section on recommendations details the actions that should be taken in seven areas:

- Safety and protective devices should be continued and improved.
- Police protection should be maintained but not increased.
- Enforcement of rules and meting out of penalties should be considerably upgraded.
- Drivers should be trained in such areas as geography, language and public responsibility to eliminate causes of refusal.
- The public should be informed of its rights and responsibilities in regard to taxi service.

The Commission should undertake programs to more efficiently distribute taxis, including greater economic incentives for drivers, electronic data processing of taxi vehicle locating systems, implementation of a system of radio communication, as well as programs of joint cooperation between the industry and the Commission to bring about a more equitable distribution of taxi services to the public.

2. Recommendations

(1) Efficient distribution of taxis.

Service refusal can be reduced and availability to taxis increased by a more efficient distribution of taxis.

It is recommended that a major effort be undertaken by the Taxi and Limousine Commission to institute new hack stands at locations demonstrating heavy taxi utilization. A new system of temporary hack stands for evenings only, or weekends only, or other limited times should be established. Taxis will be more available to the public and drivers will be less likely to refuse hails.

Although increases in the number and distribution of hack stands is recommended to upgrade the level of service in Manhattan, all recommendations must be weighed in light of the problems of parking space and traffic congestion in the Central Business District. Hack stands should not interfere with the flow of traffic through the major revenues in the Central Business District.

Another means to make distribution more efficient and reduce service refusal is to institute a system of central dispatch and group riding. A dispatcher can speed the flow of taxis, encourage the public to use taxis by providing information and advice, and eliminate possible driver abuse of the public. Group riding increases the economic incentive to the driver, one of the strongest factors affecting service refusal.

Radio dispatch has been used to improve distribution of taxis, however, it is recommended that the Taxi and Limousine Commission rule out the use of radios to dispatch medallion taxis. Quite unconsciously the two-way radio can be used to refuse service to citizens hailing taxis from the curb. The franchise the City provides to taxis entails the responsibility of picking up a citizen at any time. Radio dispatch abrogates such responsibility. A vacant taxi in the streets of New York must answer to a curbside hail.

The argument that a radio gives confidence to the driver to pick up all citizens must not be overlooked. A two-way radio, or radio dispatch system, is not required to give the driver such confidence. A one-way radio without a dispatch capability will serve the purpose admirably. Nevertheless, the use of radios in fleet taxis must be more fully examined by the Commission.

(2) Driver Improvement

In attacking the roots of the service refusal problem, attention must be given to the driver. Service refusal is connected not only to the unscrupulous conduct of some experienced drivers, but is related to lack of knowledge—lack of geographical familiarity with New York City and failure to be familiar with the rules and regulations of the Taxi and Limousine Commission. It is therefore recommended that a new and more comprehensive training and testing program be implemented for new drivers. In addition, the Taxi Commission in cooperation with the Taxicab Drivers Union should institute refresher seminars at renewal time.

Since many new drivers have as their primary language Spanish, adult education programs should be encouraged with the Board of Education to conduct driver education English classes. This should be done under the auspices of the Taxi Commission in cooperation with the Taxi Union.

As an aid to drivers, it is recommended that each taxicab be required to have a detailed street map of New York City. This will not take the place of, but instead serve as a supplement, to a comprehensive geography test of the City when the driver applies for his license.

To improve service in black and Puerto Rican neighborhoods, it is recommended that licensing of black and Puerto Rican drivers be expanded and encouraged.

(3) Education of and Information to the public

Due to the extensive history of misuse of the off-duty light as a means of denying service to the public, it has been suggested that the off-duty light be eliminated from taxicabs. The dome light would only display the word "TAXI" and the medallion number. Proposals to limit the use of the off-duty light, such as having a timer which would allow the driver to activate the light for a fixed amount of time during a shift, offer little in the way of absolute control over its misuse. There would always exist the possibility of tampering with the timer so that the driver could activate the off-duty light for as long as he wanted.

It is anticipated that in the event of the elimination of the off-duty light, the number of refused call complaints would increase. In effect, the misuse of the off-duty light complaints would tend to shift to refused call complaints as the driver attempted to select his passengers. In anticipation of this, the penalties for refused call must be made more severe.

When a vehicle is returning to the garage at the end of the day, (a time of the day when the use of the off-duty light is allowed), a new procedure could be established so that a driver must pick up a passenger going in the general direction of the taxicab. This "going my way" system would provide more complete service to the public at a time during the day when there is a shift change for drivers.

Aware that various alternatives must be explored in order to come up with a workable solution to the problem of off duty sign abuse, the Commission is presently undertaking a full review of the question and makes no specific recommendations as to the elimination of the off duty sign at this time.

(4) Economic conditions

This study has shown economic factors to be one of the most important factors affecting service refusal. Fare increases and reduced demand for taxis have historically caused drivers to improve service to the public. Because the former is against the public's

interest and the latter is against the taxi industry's interest, fares should be maintained at the present level. A fare roll back would serve to increase the refusal problem as demand once again increased. It is recommended that the Taxi Commission improve enforcement and tighten penalties to prevent the historical rise in service refusal.

It is also recommended that the ratio of the first drop to the mileage rate be maintained at its present point (or reduced slightly if the union assessment is eliminated). The current ratio and the \$.10 union assessment have made the long haul profitable to the driver (without eliminating the attractiveness of the short haul) and removed the long haul as an economic cause of service refusal.

This study also concludes that the growth of the non-medallion livery industry has increased the availability of medallion taxis. By cutting into the monopoly held by medallion taxis, the non-medallions have forced taxis to compete for customers and therefore reduced service refusal. The result has been improved service to the public. It is recommended that the Commission encourage the continuation of the non-medallion livery industry which will serve as an economic incentive to medallion taxis to serve all of the public in all parts of the city.

(5) Police protection

Because of the unique "mobile nature of taxi robberies and the necessity of patrolling the entire city, police protection of taxi drivers is difficult. Despite arrests by the Taxi and Truck Surveillance Unit, taxi robberies were not substantially diminished until after the installation of safety devices in cabs. For these reasons, a substantial increase in the Taxi and Truck Surveillance Unit or policemen in cabs is not recommended.

A public information program to inform citizens of police efforts to prevent robberies would build driver confidence and serve warning on those who would rob taxis. It is recommended that the Commission and the Police Department jointly undertake such a program.

It is also recommended that the Taxi and Truck Surveillance Unit (TTSU) be redeployed to concentrate most of its manpower from 8:00 p.m. to 6:00 a.m. The evening and early morning hours exhibit the highest rate of taxi robberies and the TTSU currently does not patrol during those hours.

(6) Safety and Protective Devices

After evaluating all the evidence, the study has been unable to conclude that the installation of partitions is a clear deterrent to crime. The study finds, however, that the partition aids in the state of mind of the driver and that this has positive effects on the elimination of service refusal. In light of the inconvenience placed on passengers (such as interference or obstruction of heat, light, and ventilation), nonconformance with Federal safety standards, and other such serious objections, the Commission should not require installation of partitions in taxis. Partitions should be optional until such time as the automobile manufacturers can make the partition and install it at the factory as part of the rear seat assembly.

Locked cash boxes are strongly correlated to the recent drop in taxi robberies. Cash boxes should therefore be strongly recommended or required by the Commission.

It is also recommended that the advisability of installing a warning light or siren be investigated as a deterrent to robberies. The driver in time of danger could activate the light or siren to summon help.

The Commission should not allow two-way radio dispatch but safety radios, or one-way distress radios, should be permitted in taxis in order to summon help. Owner-driver associations feel that radios provide safety and driver confidence. It is recommended that safety radios be permitted in order to reduce fear which leads to service refusal.

(7) Enforcement and penalties

In establishing new rules and regulations to eliminate the problems of service refusal, there must be a strong commitment to enforce them. The only enforcement agency directly concerned with the taxi industry is the Taxi Safety Squad (TSS). Examination of the present emphasis of the TSS reveals that greater attention is being placed in the non-medallion sector of the industry. It is therefore recommended that the TSS redirect their efforts more heavily to the medallion taxicabs. Furthermore, it is apparent that the present size of the TSS is inadequate to enforce taxicab and livery regulations throughout all of New York City. *Adequate enforcement of these regulations can be obtained only with an increase in manpower of the TSS.*

In addition to the TSS, the public can also aid in enforcing the regulations by filing complaints with the Taxi and Limousine Commission. The taxi industry is a public service instrument and hence the public should be encouraged to submit complaints for failure to deliver such service.

Enforcement of the regulations and encouragement of civilian complaints will only be effective if the penalties to the driver are strict. It is apparent that the present schedule of penalties is too lenient due to the number of repeated violators. Taxicab drivers must be made aware that their function is to provide a service and failure to do so will be severely dealt with.

VII APPENDICES

Appendix 1

Rules Regulating Service Refusal (From the Rules Governing Drivers of Public Taxicabs and Public Coaches)

1. Off Seat Soliciting

29. A driver shall not leave the vehicle during his work period, whether it is attended or unattended, thereby depriving the riding public of its use, except when a relief time sign is displayed under Rule 84.

2. Doubling Up

35. When a vehicle is hired, the driver shall not solicit other passengers, or suggest to anyone that additional passengers be accepted.

36. "Doubling Fares": The first person or persons to hire a vehicle shall have exclusive rights to it, and the driver shall not take on additional passengers. However, the original passenger/s may, in their discretion, pick up friends or acquaintances and such action shall not be the concern of the driver. **IN SUCH CASES, THE DRIVER SHALL NOT ACCEPT OR ATTEMPT TO COLLECT SEPARATE FARES FROM THE INDIVIDUAL PASSENGERS.**

3. Refused Call

37. A driver shall not indicate by word, motion, or gesture that he is restricting his direction of travel or destination. He shall not ask a passenger for a destination. **UNTIL THE PASSENGER IS SEATED.**

42. A driver shall not, by means of words, gestures or any other means, refuse a call from an orderly person unless:

- a passenger is already riding in the vehicle.
 - the person is carrying any article or package which would leave the vehicle to become stained or evil-smelling, might damage the interior of the vehicle or may impair the efficient operation of the vehicle.
 - the driver has stopped hacking and is about to return to the garage of record;
- or
- it is necessary to take the vehicle out of service for repairs or to replace or repair defective equipment.

e. the destination is outside the city, in which case the driver shall have the option of accepting or refusing the call.

When the circumstances in either subdivision (c) or (d) occur, the driver shall take the following steps in the order shown:

- (1) illuminate the "OFF DUTY" sign on the roof light;
- (2) lock both rear doors;
- (3) enter on his trip record the time and the reason for going off duty: ("Returning to garage"—or—"Out of service for repairs"). The repairs needed must be specified in the trip record entry.
- (4) NOT accept any further calls;
- (5) promptly notify the owner if the vehicle or equipment is defective, and comply with his instructions.

The "OFF-DUTY" sign may not be illuminated except as provided in subdivision (c) or (d) of this rule or as provided in Rule 44.

43. At his discretion, a driver may accept or refuse a call where a person is escorting any animal, except that the call may not be refused if:

- (a) the animal is properly and adequately secured in a kennel case or other suitable container which would not cause damage to the interior of the vehicle.
- (b) the person is blind and is accompanied by a properly harnessed or muzzled guide dog ("Seeing Eye").

No charge shall be made for transporting an animal.

47. The right front door of any taxicab or coach shall be kept locked except when a passenger is riding with the driver under Rule No. 54 or to permit baggage to be placed or removed. Except as provided in Rules 42 and 84 a driver shall not lock the rear doors of his vehicle during his work period.

60. When proceeding to pick up a passenger, the driver of a taxicab or coach shall not charge for the time consumed or distance travelled to point of pickup. While enroute, he shall not refuse a call from an orderly person and shall promptly notify his dispatcher that he has accepted such a call.

4. Off Duty Sign Abuse

44. A driver may NOT refuse a call under subdivision (c) of Rule 42 unless the OFF-DUTY sign is illuminated BEFORE a new customer requests his services. Therefore, a driver is authorized to illuminate the Off Duty Sign when he is carrying his Last Passenger. However, when the driver illuminates the Off-Duty sign he shall

immediately enter in his trip record the words "Returning to Garage" underneath the entry for this last passenger. When this last passenger is discharged, the driver shall immediately lock both rear doors and proceed to the garage of record.

45. A defense against a charge of Refused Call or Improper use of Off Duty sign will NOT be considered sufficient where the Off Duty sign is illuminated, but:

- The rear doors were not locked after discharging the last passenger.
- The trip record entry "Returning to Garage" was not made, or
- The driver continued hacking, or solicited a call, or inquired as to the destination of a prospective passenger.

46. The Off Duty sign shall be illuminated by use of a manually operated switch mounted on the dashboard.

5. Hack Stands

74. A driver shall not solicit passengers within 50 feet of an authorized hack stand when there are vehicles on such stand available for service.

75. Any driver has the right to take a position on any hack stand having a vacancy. "Closed" hack stands are prohibited.

76. A driver entering a hack stand or an authorized feed line shall take the rear position. Overcrowding, crashing or backing onto a hack line or feed line are prohibited.

83. The space immediately in front of a fire hydrant on a street where parking is not prohibited, is a public hack stand for one TAXICAB, except when forbidden by Rule 74. However, the driver must be seated in his taxicab, ready for operation at all times. He shall immediately leave when ordered by a member of the Police, Fire, Sanitation, or other City department acting in official capacity. At the sound of approaching fire apparatus, he shall start his motor and be prepared to leave immediately.

85. A driver may park his vehicle on a hack stand only when he is hacking, or when a relief time sign is properly displayed under Rule 84, AND AT NO OTHER TIME.

86. All rules regarding hack stands apply with equal force to drivers using special hack stands and feed lines at air, rail, and ship terminals, except that where a taxicab holding area is provided at a terminal, a driver shall place his vehicle in the holding area before leaving on relief time. Upon his return, he shall take the rear position on the holding line.

Appendix 2

Calendar of Events Pertaining to the Taxi Industry

- 1937—March—Haas Act passed limiting the number of outstanding medallions to 13,566. An 8 to 5 ratio was maintained between fleet owned and driver owned taxis.
- 1952—Fare increase raised the initial drop from 20 cents to 25 cents.
- 1959—10 cents tax imposed on cost of a taxi ride and removed within the year.
- 1964—Fare increase raised the initial drop from 25 cents to 35 cents.
- 1965—March—Off-duty sign with medallion number required on top of cabs.
- 1966—January 29—Fare raised from initial drop of 35 cents to 45 cents.
February—Taxi Safety Squad formed.
July 5—Transit Authority increased fare from 15 cents to 20 cents.
July 26th—MTA bus fares increased.
AF of L/CIO, Local 3036 Taxicab Union was formed with Harry Van Arsdale as president. The Union contract raised the meter split from 46 per cent to 49 per cent and 50 per cent.
- 1968—August—Plastic partition required in fleet taxis.
Moonlighting police allowed to drive taxicabs.
- 1969—May—Temporary licensing and new geography test instituted
Yellow required as color for taxis.
- 1970—January 4—General transit fare increased from 20 cents to 30 cents.
July—Taxi and Truck Surveillance Unit established.
August 26—Exact fare required on buses.
- 1971—March 2—Fare hike raised the initial drop from 45 cents to 60 cents.
May 30—Two-thirds of fleet taxis and 15 per cent of owner driver had partitions and door locks installed.
June—One day licensing instituted.
July 19—TAXI AND LIMOUSINE COMMISSION BECAME OPERATIONAL.

Appendix 3

Utilization of Fleet Taxis During Weeks and Weekends

	Utilization Monday to Friday Per cent	Total Taxis utilized	Utilization on Saturday and Sunday Per cent	Total Taxis utilized	Total Taxis in fleet
Aztec	100	6	40	2.4	6
Affiliated	84	87.3	45	46.8	104
Agora	75	36.0	55	26.4	48
Ann Service	94	94.0	75	75.0	100
Builer	92	90.1	85	83.3	98
Bebe	91	48.2	70	37.1	53
Cab Management	90	66.6	35	25.9	74
Cab Operating	97	97.0	90	90.0	100
Capitol Cab	98	24.5	94	23.5	25
Carrick	87	52.2	50	30.0	60
Chad Operating	92	80.9	81	71.2	88
Celbert	80	46.4	75	43.5	58
Chase	95	100.7	90	95.4	106
Checker	80	56.0	70	49.0	70
Circle Maint.	92	78.2	75	63.7	85
Columbia Oper.	79	154.0	45	87.7	195
Cross County	75	54.7	50	36.5	73
Dover II	95	90.2	55	52.2	95
Eden Transport	89	446.7	80	401.6	502
E.N. Operating	85	114.7	80	108.0	135
Fare Operating	80.6	73.1	68.1	62.6	92
57th Street Mgmt.	80.5	161.8	64.2	129.0	201
Flatbush Oper.	95	40.8	85	36.5	43
Garr	60	27.0	40	18.0	45
Haso Maintenance	88	39.6	56	25.2	45
I.C.M.	70	58.8	50	42.0	84
Jackson Maint.	82.5	57.7	70	49.0	70
Jayson	95	66.5	80	56.0	70
LOD Service	94	66.7	68	48.2	71
JoFan	92	169.2	80	147.2	184
Main Operating	94	106.7	58	80.9	105
Metro	90	178.2	60	118.8	198
Mobile	85	50.1	60	35.6	59
Rego Maintenance	93	65.1	60	42.0	70
6th Street Mgmt.	89.4	134.1	77.8	116.7	150
Taxi Maint.	80	37.6	60	28.2	47
Terminal Systems.	80	240.0	65	195.0	300
Transport System	85	76.5	75	67.5	90
Yankee Serv.	83.5	82.6	70	69.3	99
Taxi Oper.	92	88.3	95	91.4	96
Trans. Maint.	85	54.4	70	44.8	64
Cornell Maint.	90	90.0	80	80.0	100
55th Street	95	78.8	86	71.3	83
Sandan Mgmt.	84	77.2	78	71.7	92
G & M Operating	100	35.0	75	26.2	35
Bell Nord	70	2.8	10	0.4	4
Frenat	85	99.4	60	70.2	117
Dalk	94	75.9	60	50.4	84
Totals	90.7	4,333.5	69.2	3,323.1	4,773

Appendix 4

Utilization of Fleet Taxis During The Day And At Night

	Utilization on the day Shift Per Cent	Total Taxis Utilized	Utilization on the night Shift Per Cent	Total Taxis Utilized	Total Taxis in fleet
Aztec	70	4.2	90	5.6	6
Agora	65	31.2	75	36.0	48
Ann	90	90.0	96	96.0	100
Butler	90	88.2	90	88.2	98
Bebe	78	41.3	84	44.5	53
Cab Management	63	46.6	25	18.5	74
Cab Operating	98	98.0	91	91.0	100
Capitol Cab	94	23.5	98	24.5	25
Chad Operating	79	69.5	93	81.8	88
Chase	95	100.7	90	95.4	106
Checker	85	59.5	71	49.7	70
Circle Maint.	88	74.8	83	70.5	85
Columbia	80	156.0	87.5	170.6	195
Cross County	65	47.5	65	47.5	73
Dover II	83	78.8	85	80.7	95
Eden Trans.	80	401.6	90	451.8	502
E.N.	77	103.9			135
Fare Operating	72.2	66.4	82.5	75.9	92
57th Street Mgmt.	76.9	154.5	74.7	150.1	201
Flatbush Operat.	87	37.4	90	38.7	43
Garr	90	40.5	50	22.5	45
Haso Maint.	76	34.2	82	36.9	45
Helen Maint.	81	102.9	87	110.4	127
I.C.M.	80	67.2	70	58.8	84
Jackson	85	59.5	80	56.0	70
Jayson	92	64.4	85	59.5	70
Jofan	90	165.6	90	165.6	184
LOD Service	80	56.8	94	66.7	71
Main Operating	75	78.7	91	95.5	105
Meter Operating	66	41.6	68	42.8	63
Metro System	90	178.2	70	138.6	198
Mobile	60	35.4	75	44.3	59
Rego	85	59.5	75	52.5	70
6th Street	82.1	123.1	89.0	134.8	150
Taxi Maint.	80	37.6	75	32.3	47
Terminal Syst.	76.5	229.5	75	226.5	300
Trans Syst.	80	72.0	80	72.0	90
Yankee Service	80.8	80.0	78.3	77.5	99
Taxi Operations	85	81.6	92	88.3	96
Trans. Maint.	80	51.2	65	41.6	64
Cornell Maint.	89	89.0	85	85.0	100
55th Street	89.4	74.2	94.7	78.6	83
Sandan Mgmt.	84	77.3	78	71.7	92
G & M Operating	100	35.0	100	35.0	35
Frenat	80	93.6	90	105.3	117
Bel Nord	40	1.6	35	1.4	4
Dalk	84	70.5	80	67.2	84
Totals	81.8	3,874.0	80.2	3,784.0	
			Day Total	4,732	
			Night Total	4,597	

Appendix 5

Driver Questionnaire

PLEASE CIRCLE THE NUMBER TO THE LEFT OF THE CORRECT ANSWERS

- A. Age
1. 19-25
2. 26-35
3. 36-50
4. 51 and above
- B. Borough of Residence
1. Manhattan
2. Brooklyn
3. Bronx
4. Queens
5. Richmond
6. Outside of N.Y.C.
- C. I garage my taxi in
1. Manhattan
2. Brooklyn
3. Bronx
4. Queens
5. Richmond
- D. How many days a week do you drive your taxi?
1. 4 days or less
2. 5 days
3. 6 days
4. 7 days
- E. Which shift do you work?
1. day
2. night
- F. How many hours do you work a day?
1. under 6 hours
2. 6-8 hours
3. 9-10 hours
4. 11-12 hours
- G. Do you double shift your car?
1. yes
2. no
- H. Race or Nationality
1. Black
2. Oriental
3. Puerto Rican
4. White
5. Other (specify)
- I. Sex
1. Male
2. Female
- J. Religion
1. Jewish
2. Catholic
3. Protestant
4. Other (specify)
- K. Education
1. grade school
2. high school
3. technical school
4. college
5. graduate school
6. professional school
7. other (specify)
- L. How long have you been a N.Y.C. taxi driver?
1. under 1 year
2. 1-2 years
3. 2-5 years
4. 5-10 years
5. 10-20 years
6. 20-34 years
7. over 34 years
- M. When did you buy your medallion?
1. before 1937
2. 1937-1940
3. 1941-1945
4. 1946-1950
5. 1951-1955
6. 1956-1960
7. 1961-1965
8. 1966-1970
9. 1971-present
- N. How many days did you drive last year from June 1970-June 1971?
1. under 30 days
2. 30-90 days
3. 91-150 days
4. 151-200 days
5. 201-240 days
6. 241 days or more
- O. What market price did you pay for your medallion (excluding interest and cost of taxi vehicle)?
1. \$10
2. \$11-\$1000
3. \$1001-\$5000
4. \$5001-\$10,000
5. \$10,001-\$15,000
6. \$15,001-\$20,000
7. \$20,001-\$22,000
8. \$22,001-\$24,000
9. \$24,001-\$26,000
10. \$26,001-\$28,000
11. \$28,001-\$30,000
12. \$30,001-\$32,000
13. \$32,001-\$34,000
14. \$34,001 and above
- P. How much additional money did you pay in interest on your medallion?
1. under \$100
2. \$101-\$1000
3. \$1001-\$2000
4. \$2001-\$4000
5. \$4001-\$8000
6. \$8001-\$10,000
7. \$10,001-\$13,000
8. \$13,001-\$17,000
9. \$17,001 and above

- Q. Have you paid off the cost of your medallion?
1. yes
2. no
- R. Do you find that you are forced to refuse long hauls and interborough trips to maximize the number of drops on your meter?
1. yes
2. no
- S. If no to the last question, did you ever find yourself in a position of refusing long hauls and interborough fares for economic reasons before the fare hike of March 2, 1971?
1. yes
2. no
- T. Do you use hack stands more now since the fare hike than before?
1. yes
2. no
- U. Are waiting times at hack stands longer since the fare hike than before?
1. yes
2. no
- V. Of the following statements, which best describes your hacking habits?
1. I hack the airports regularly
2. I go to airports only if a call takes me there
3. I avoid going to airports
- W. What are your major reasons for patronizing hack stands
1. to be assured of a fare
2. to curb down on gas expenses
3. to avoid competition for fares on the street
4. to pick up passengers who tip better
5. to pick up passengers who are more trustworthy
6. to avoid the possibility of an accident from driving fatigue
7. to take a break for lunch, fresh air, and to stretch your legs
8. to make more long hauls, especially out of airports
9. other (specify)
- X. Which of the following have filed complaints against you at the Hack Bureau?
1. taxi user
2. hack inspector
3. Port Authority Police
4. Patrolmen
- Y. Which of the following have filed complaints against you at the Hack Bureau on account

of your race, nationality, religion or sex?

1. taxi user
2. hack inspector
3. Port Authority Police
4. Patrolmen

Z. How many Hack Bureau hearings have you attended in the last 18 months?

1. 0
2. 1-2
3. 3-5
4. over 5

AA. Hack Bureau hearing officers are

1. fair and impartial
2. insensitive to the needs of taxi drivers
3. biased against your race, nationality, religion, or sex
4. biased against taxi drivers in general

BB. If you had your choice of penalty, which would you choose?

1. monetary fine
2. temporary suspension of hack license

CC. Which areas of the city did you cruise most frequently before the fare hike? Which areas of the city do you cruise most frequently now? (Check all applicable areas.)

Before March 2, 1971	After March 2, 1971
1. Midtown Manhattan	1..
2. Downtown Manhattan	2..
3. Upper East Side	3..
4. Upper West Side	4..
5. Bronx	5..
6. Queens	6..
7. Brooklyn	7..
8. JFK Airport	8..
9. La Guardia Airport	9..
10. Harlem	10..
11. Bedford Stuyvesant	11..
12. East New York	12..
13. Downtown Brooklyn	13..
14. Brownsville	14..
15. Jamaica	15..
16. Brooklyn Heights	16..
17. Flushing	17..
18. Astoria	18..
19. Jackson Heights	19..
20. Ridgewood	20..
21. Long Island City	21..
22. Forest Hills	22..
23. other (specify)	23..

DD. Have you ever refused a hail?

1. yes
2. no

EE. If yes to the last question, for which of the following reasons? (You may circle more than one number.)

1. the person was drunk
2. the person was a Black or Puerto Rican of a suspicious character
3. the person was a long-haired youth of a suspicious character
4. the person was standing in a dangerous area of the city
5. the person was going to an unknown location
6. the person was going to another borough in which I have no knowledge of where to cruise after dropping off the fare
7. the person was going to a Black or Puerto Rican ghetto
8. the return trip would most likely be vacant
9. I was on a radio call at the time I was hailed off the street
10. other (specify)

FF. Is your tax equipped with a 2-way radio?

1. yes
2. no

GG. If yes to the last question, has the 2-way radio increased your confidence to pick up suspicious-looking people?

1. yes
2. no

HH. If yes to question FF, have 2-way radios increased your confidence to cruise in all areas of the city?

1. yes
2. no

JJ. Is your taxi equipped with bullet-resistant shields?

1. yes
2. no

KK. If yes to the last question, do you think that the bullet-resistant shields have eliminated your fear of picking up dangerous-looking people or suspicious-looking people?

1. yes
2. no

LL. If yes to question JJ, have bullet-resistant partitions increased your confidence to cruise all areas of the city?

1. yes
2. no

MM. If "no" to question JJ, why have you not installed a partition in your cab?

1. too expensive
2. I don't double shift-my cab so I don't need one
3. offers little protection
4. dangerous to the passenger and myself when I have to make a short stop
5. I haven't had the time to have one installed
6. I have never been in a situation in which a partition would have helped
7. I have a cash box
8. other (specify)

NN. Does your taxi have a cash box?

1. yes
2. no

PP. If yes to the last question, do you use your cash box?

1. yes
2. no

QQ. Which of the following reasons best describes your unwillingness to have a cash box?

1. inconvenient
2. makes it impossible to make change for my passengers
3. it makes little difference to have a cash box if a thief knows I own the cab
4. It may save my money but not my life
5. other (specify)

Appendix 6

Excuses Given for Service Refusal

Excuses given by Drivers	Percentage
1. The person was apparently intoxicated	74.3
2. The person was a black or Puerto Rican appearing to be of suspicious character	34.0
3. The person was waiting in a dangerous neighborhood	24.0
4. The person was going to an unknown location	36.8
5. The person was going to another borough and/or location which the driver could not reach on the basis of his own knowledge or to which the passenger was unable to direct him	19.0
6. The person was going to a black or Puerto Rican neighborhood	22.3
7. The return would likely be without a fare	24.6

Note:

- a. Drivers were permitted more than one response, therefore percentages add up to greater than 100.
 b. Only 1.5 per cent of the respondents gave No. 1 as the sole reason for refusal.
 c. Only 1.5 per cent of the respondents gave No. 4 as the sole reason for refusal.
 Received, Ordered Printed and Referred to Committee on Consumer Affairs.

M-542

Communication from the New York City Taxi and Limousine Commission—Transmitting Report on Availability of Taxicabs at Night, On Weekends, and On Holidays, Pursuant to Local Law 12 of 1971.

**REPORT ON
 AVAILABILITY OF TAXICABS AT NIGHT,
 ON WEEKENDS, AND ON HOLIDAYS**

N.Y.C. Taxi and Limousine Commission

James Chard, Project Director

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I. Introduction

1) Objectives and definitions

On March 2, 1971, the City Council of New York passed Local Law 12 establishing the Taxi and Limousine Commission. The Local Law, in section 2322, required the Commission to study "the creation of a workable system to . . . encourage more taxis to be available at night, on holidays and weekends." The purpose of the study undertaken to fulfill this mandate was two-fold: a) to determine the existing availability of taxicabs on nights, weekends and holidays and b) to determine how to create a workable system to encourage more taxicabs to be on the streets at nights, weekends, and holidays.

The following definitions were established for the purposes of this study:

The term "night" is defined as the hours from 6 p. m. to 6 a. m.

The term "weekend" is defined as a normal non-holiday, 2 day weekend, beginning 4 p. m. on a Friday and ending 12 midnight the following Sunday.

The term "holiday" is defined as a mid-week holiday (i.e. Thanksgiving Day, etc.) or a three-day holiday weekend (i.e. Labor Day, etc.) beginning at 4 p. m. on the eve of that weekend and ending at 12 midnight of the last day. Because of the difficulty of obtaining statistically valid data on holidays, the study considers weekends and holidays as one and the same.

II. Methodology

Surveys were made of representative fleet owners to obtain a profile of medallion taxi utilization in the fleet industry. Surveys of fleet and owner-drivers were conducted to determine driving times and driving preferences.

To support the survey findings, over 100 traffic counts were conducted throughout the City in June and July. The traffic counts were used to indicate the relative volumes of taxis in the four major boroughs at different times of the day and week. Further, utilization figures, interview reports, and statistical compilations were collected for the study.

III. The availability of Medallion Taxis at Night and on Weekends, as measured by vacant cabs, does not differ significantly from days and work week.

1) The availability of taxis can be calculated, if the volume of vacant taxis is considered to be an index of the level of service provided.

The supply of vacant medallion taxis can be related to the demand for taxi service to determine an accurate picture of the level of service provided throughout the City. Although the traffic counts do not indicate the demand level for taxi service, they do indicate the relative proportion of available taxis.

Traffic counts indicated that vacancy rates were 69 per cent during the week and 52 per cent during the weekend. Although lower during the weekend, the vacancy rate indicates supply easily exceeds demand for the weekends.

At night, 51 per cent of all taxis were vacant compared to a 48 per cent vacancy rate during the day. Vacancy, as a measure of the ratio of supply to demand, shows that for the City as a whole, there is actually a greater availability of cabs at night than during the day.

2) The waiting times for taxis in Manhattan indicate that availability of medallion taxis generally does not change at night relative to the day.

The table below shows the average time a passenger must wait to obtain a medallion taxi at different times of the day for different locations. Although waiting time increases at night, waiting time is relatively short either during the day or at night.

AVERAGE WAITING TIME FOR TAXIS (IN MINUTES)

Location	8 AM to 12 Noon	12 Noon to 4 PM	4 PM to 12 Mid.	12 Mid. to 4 AM	4 AM to 8 AM
1. Manhattan North	4-6	4-5	4-6	5-7	7-15
2. Harlem . . . . .	..	..	..	..	..
3. Upper West Side	0-4	3-5	0-4	3-6	5-10
4. Upper East Side	0-3	3-5	0-4	0-5	4-8
5. Midtown West . . . . .	..	2-4	..	..	..
6. Midtown East	0-3	3-6	0-4	0-5	4-8
7. Central Business District	0-1	0-1	0-4	1-4	4-8
8. Greenwich Village . . .	0-3	2-4	0-1	1-5	5-10
9. Manhattan South	0-4	4-6	5-10	10-15	15 +

3) Availability of Taxis at Night and Weekends in the outer Boroughs does not vary significantly from availability in Manhattan.

Traffic counts were broken out in two ways: first, by time (week-weekend and day-night) and then by location (Manhattan-Outer Boroughs). The 100 traffic counts were too few to be broken out by individual borough for week-weekends although counts could be broken out by day-night.

Manhattan vacancy rates were 47 per cent during the week and 48 per cent during the weekend. The outer boroughs had vacancy rates of 46 per cent during the week and 70 per cent during the weekend.

The table below contrasts the availability of medallion taxis during the day vs the night for three boroughs.

	Vacancy Rates	
	Day	Night
Bronx	49%	53%
Manhattan	46%	51%
Brooklyn	48%	30%

For all the outer boroughs the average vacancy during the day was 49 per cent and at night was 47 per cent. Manhattan has figures of 46 per cent and 51 per cent for day and night respectively.

The analysis of the vacancy rates indicate the following; within each Borough the availability of taxis is relatively the same whether it be at night or during the day. Similarly such availability rate is the same night and day on week ends. In fact, availability is generally higher during non peak periods.

Secondly, availability in the outer boroughs does not generally differ from that of Manhattan at day, or night, or during the week. On weekends figures indicate availability is greater in the outer boroughs.

4) Use of the Off Duty sign reduces the availability of taxis, especially in the outer boroughs.

Traffic counts were also used to indicate the level of service provided to each area of the City. The table below demonstrates that areas of low population density and low activity centers such as Brooklyn and Queens have a lower volume of medallion taxis than in high activity centers in the midtown Manhattan area, when counts are taken at the same time.